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vantage entailed by the latter. And they might have added that some economists are inclined to believe that the welfare of society is likely to be better conserved in the long run without the hot-bed forcing of governmental management of industry than with it.

A feature of the volume is the bibliography, sectioned out among the different chapters; on the whole the references cover the ground satisfactorily, though there are some notable omissions in the lists attached to the chapters on rate theory and foreign railway administration. Students and teachers of the subject are indebted not only to the authors for the improvement of the text and the bringing of it up to date but also to the publishers for the more attractive setting provided by them.

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Arbitration and Conciliation in Australasia: The Legal Wage in Victoria and New Zealand. By MARY THERESA RANKIN. With an Introduction by J. SHIELD NICHOLSON. London, George Allen and Unwin, Limited, 1916.—192 pp.

Although Miss Rankin gives *Arbitration and Conciliation in Australasia* as the title of her book, she deals with the legislation of only two states, Victoria and New Zealand, one of which, Victoria, had no arbitration laws whatever during the period covered by her treatment. Her excuse for considering the Victorian wages boards as arbitration tribunals seems to be the fact that the chairmen of these boards have, in case of a tie vote of the other board members, the right to cast the deciding vote. Miss Rankin implies, and even states, that it is nearly always necessary for the chairmen to exercise this prerogative, a statement which a first-hand acquaintance with the methods of these boards would not justify. It may be true that in most boards the chairman will, at times, have to give the deciding vote on some matters in dispute, but in many matters, even important ones, the boards reach an agreement without him. At any rate, it is a grave error to deal with the Victorian wages boards as though they were arbitration tribunals. For the boards of New South Wales, the statement would have been true enough.

After giving a very brief account of the reasons which led to the establishment of the wages boards and a brief description of the work of the boards, Miss Rankin discusses the effects of the legislation under the three headings of "Influence of Wages Boards on Sweating," "Influence of Wages Boards on Wages," and "Juvenile Labor and the Standard of Efficiency under a Minimum Wage." For New Zealand there is a brief description of the arbitration court sys-

tem and there are two chapters which deal with the influence of the arbitration court on wages and industry, and with industrial relationships. Although the book was published in 1916, there are no references to any documents or reports later than 1912 and most of the references are to reports for years prior to 1911.

In his introduction to the book, Professor Nicholson states that Miss Rankin's essay was undertaken at his suggestion and was written under his supervision, being published at the expense of the Carnegie Trust for the Scottish Universities. He says that "the sources used were official reports and publications," and that "the inquiry was conducted with an absolutely open mind and with no preconceived idea of finding support for any economic system or ideal."

Now, on subjects as debatable as the results of legal regulation of wages or of legal prohibition of strikes, it is not surprising if different investigators reach different conclusions, even when they make use of the same evidence. It is, therefore, not to Miss Rankin's discredit if she finds from a study of the official reports that the disadvantages resulting from the Australasian legislation have not been sufficiently emphasized by the officials who drew up the reports or by other writers who have made use of this material. It is a distinct contribution to the discussion to have such weaknesses pointed out. It is not, however, a fair use of such material to conceal from the reader who may not have access to the official reports all the evidence which tends to support the legislation. This is what Miss Rankin has done. The officials charged with the enforcement of the labor laws during the period covered by Miss Rankin's study, who prepared the reports from which she has gathered nearly all of her data (Mr. Harrison Ord in Victoria and Mr. Edward Tregear in New Zealand), were enthusiastic supporters of the laws which they were called upon to enforce. Their reasons for believing that the laws were, in the main, successfully accomplishing the results they were intended to accomplish are fully set forth in their reports, but this evidence is withheld from the reader by Miss Rankin. On the other hand, the officials, in their efforts to improve the legislation, have frankly called to the attention of parliament and the public, methods of evading the laws which have been practised, and administrative weaknesses which have developed in the efforts to enforce the laws. These evasions and administrative weaknesses Miss Rankin has exaggerated and has presented as though they were permanent defects in the legislation. A good example of this mode of treatment is found on pages 51 and 52 of her book where she intro-

duces a lengthy quotation from the report of the chief factory inspector of Victoria to show how during the early years of the wages boards, because of the lack of any system for granting permits to old and infirm workers to work at less than the minimum wage, these old men were likely to make false statements to the inspectors concerning the wages they were receiving, in order that they might not be dismissed from employment because of their inability to earn the minimum wage fixed by the board. The quotation is one which is familiar to any one acquainted with the Victorian reports and there is no reason to suspect that Mr. Ord was forced to include it in his report or that he did so with any degree of reluctance. Yet, according to Miss Rankin, it is "a confession wrung from one who was most anxious and most responsible for the success of the wages boards." Surely this is not a statement which bears witness to an "open mind" and a lack of "preconceived idea."

It is not easy to state the points in which Miss Rankin finds the Australasian legislation defective, for she is not consistent in her criticisms. She frequently bewails the lack of any clear statement as to the particular principle whereby boards and courts may fix the minimum wage, but elsewhere (page 31) she finds "that one principle in Australasia is, to keep wages at the highest possible level." She finds that the determinations of the Victorian wages boards are really awards by the chairmen, and these chairmen "are usually private individuals entirely unconnected with the trade" (page 39), but a little farther on (page 41) she discovers that one of the advantages of the wages board is that "it keeps the control of a trade mainly in the hands of its own members" (page 41). Miss Rankin's difficulties would disappear if she would surrender her idea that the Victorian wages boards are arbitration tribunals. Their function is rather that of collective bargaining, which differs from the ordinary sort only in the fact that the conference may not break up without reaching an agreement. When this is understood, it can easily be seen that it would be not a help but rather a hindrance to the board, to have to carry on its negotiations in accordance with any definite principle for establishing the minimum wage.

How far the regulation of wages can serve as a remedy for sweating is also a matter concerning which Miss Rankin seems to be confused. In her concluding chapter she argues that the sweated trades are the ones in which there is need of government interference.

Wages are obviously so inadequate that whether the workers demand it or not, it is to the interest of the state to take the question of their wages under its consideration, and place them on a more adequate basis; even if, theoretically, this may lead to the discouragement of the trade or its extinction altogether [pages 180-181].

In the chapter devoted to the influence of the wages boards on sweating, however, she had argued that during the period of depression, when the wage boards were seeking to better conditions, their determinations were evaded, or else speeding-up was practised (page 54). Any improvement in conditions in these trades came only with improved trade conditions.

Miss Rankin's contention that the work of the Victorian wages boards has resulted in a gradual leveling-up of wages, as the minimum wage has come in practice to be the standard wage, and the differentiation between this minimum wage and the wages paid to the more competent workers has become less noticeable, is probably true, although the wage statistics which she furnishes throw little light on the subject. There is no evidence whatever to sustain the claim made by Professor Nicholson that this rise in the minimum wage has been accompanied by a decline in the efficiency of the workers (page 10).

The chapter on "Juvenile Labor" merely raises some possible answers to the question as to why the apprenticeship system has not resulted in a sufficient supply of highly skilled laborers. All these answers tend to throw the blame on the minimum-wage system, but there is no evidence given to show that there is any connection between the lack of skilled labor and this mode of regulating wages. The question as to the training of workers is a serious one throughout Australia. With the introduction of machinery and large-scale production, the old system of apprenticeship has in large measure broken down and no satisfactory substitute has been discovered. Much attention is being given to the subject and several states have had commissions investigating the situation and endeavoring to find a remedy. The reports of these commissions do not furnish any evidence to support the claim made by Miss Rankin that restriction in the number of apprentices by wages boards has intensified the evil of a lack of competent labor in the skilled trades.

Miss Rankin's treatment of New Zealand is too brief to furnish much information concerning the industrial situation there. She seems mainly interested in showing that strikes have not ceased, and that the recent strikes there indicate that labor is no longer friendly to the arbitration act, but as to who the disaffected laborers are, or

how general is the dissatisfaction, she has nothing to offer. The *New Zealand Official Year Book* and the publications of the Department of Labor are easily accessible and they show a rapid increase within recent years in the number of unions who have registered to take advantage of the Industrial Conciliation and Arbitration Act, but Miss Rankin makes no use of official reports later than 1912.

In the hands of students who are familiar with Australasian labor legislation at first hand, or who compare the conclusions set forth in Miss Rankin's book with those of other investigators, her work will repay study, as it will show that too much confidence must not be placed in the success of the Australasian experiments. But the book is not a scientific treatise. In spite of Professor Nicholson's assertion, it is not the work of one who studied her materials with an open mind and with a desire to set before the reader a full and complete statement of the results of the Australasian legislation, as it is revealed in the official reports.

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Mine Taxation in the United States. By LEWIS EMANUEL YOUNG. Urbana, University of Illinois, 1916.—275 pp.

The increasing importance of the mining industry as a source of public revenue has created an urgent demand for a satisfactory treatise upon mine taxation. The many difficult problems involved in the equitable taxation of this industry have given rise to many investigations in this field of inquiry, and numerous brief articles on one or more phases of the problem have been written. Until the appearance of Professor Young's book, however, no publication in America had made an effort to deal with the problem in a thorough-going manner.

The reason for the paucity of literature does not long remain hidden after one has penetrated even a little distance into the problem. The fact is that in the taxation of mines one is confronted with a combination of problems, partly theoretical, partly accounting and partly administrative, that has baffled most investigators. It should not be surprising, therefore, if the first extended discussion of the subject should fail to treat all parts of the problem with satisfying thoroughness.

The work covers a large field of investigation, some parts of which are quite fully dealt with, while others are dismissed with slight consideration. The book is largely historical or descriptive, and is noticeably lacking in economic analysis. A wide range of American experience has been drawn upon, but almost nothing has been culled from